The Analysis on the Implementation Network of the Development Policy of the Backward Districts: Cases of Two Regencies in South Sulawesi

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ABSTRACT: *Contextual Assessment: the Environment Mapping of the Political-Economic Network, Stakeholder Analysis, Joint Visioning in the policy implementation of the development of the backward districts in Jeneponto and Bulukumba regencies.The research used the qualitative method with the techniques of data collection of observation, interviews, and documentation. The data were then analyzed using the descriptive analysis. The research focus was the multi-organization and multi-sector network model in implementing the policy. The cases researched on were the backward districts in Jeneponto and Bulukumba regencies in 2008 – 2009.*

The research results revealed that the contextual assessment applied to identify the stakeholders in the implementation of the policy program of P2KPDT in Jeneponto regency had not yet run well due to the absence of good coordination among the stakeholders involved. Next, in the part of Joint Visioning, the network Facilitators, in this case, Bappeda who were appointed by the Regent as the coordinators and facilitators in P2KPDT development had not yet done their maximum functions. Meanwhile, in Bulukumba regency, the contextual assessment applied to identify the stakeholders of the implementation of P2PKDT development policy showed that all the stakeholders involved, both the group of the government side and the group of the community, had actively participated in the program; hence the government and the community had worked together to make the program successful in liberating Bulukumba regency from being a backward regency. Besides, Bappeda as the target formulators had actively monitored directly and systematically the program without having to wait for the reports from the sub-networks of the program implementation.

Keyword: Networks, Implementation, Contextual Assessment, Stakeholder analysis, Joint visioning, Development of the Backward Districts

I.   INTRODUCTION

1.1   Background

The reality of the program implementation for the public sectors is now simple enough: an implementation conducted to "improve the public good" is in need for the involvement of various public and private organizations. The problem is that the concept of the program implementation referring to the institutional approach – *Top-Down* and centralistic – cannot be maintained anymore (*Schrooder*, 2001). This is because this approach is still emphasizes the point of view of the policy makers.

Besides, there is the *Bottom-Up* approach developed as a reaction against the shortcomings felt in the *Top-Down* approach.

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This model should have attempted to overcome the shortness of its previous model; though it has been appointing too. The reason is because the *Bottom-Up* model is still inconsistent and biased like its predecessor. Or similar to the *Top-Down* approach, this model still has the tendency to force the capability of one side and ignores the capability of the other side, i.e, those who are considered outsiders (Schrooder, 2001).

Another model which is known in the policy implementation was the *Hybrid Model*, which has synthesized the Top-Down model and the Bottom-Up model.

According to Schrooder, in order to achieve the target of the policy implementation in regulating the complex organization (in the network area), a new approach is needed. Such an approach is the contextual assessment: the mapping of the networking political and economic environment, the stakeholder analysis, and the joint visioning. The research used the model of Schrooder because this model is quite suitable if we want to look at and analyze the phenomena which occurred in the implementation of the development policy for the backward districts in Jeneponto and Bulukumba regencies.

1.2 Problem Statement

Is there any difference of the model application of the multi-organization multi-sector networks in the policy implementation of the backward districts inJeneponto and Bulukumba regencies?

1.3 The Research Aim and Advantage

This research aims to explain and analyze the application of the Contextual Assessment, the mapping of the Political – Economic Environment Network, the stakeholder analysis, and the joint visioning in the implementation of the development policy of the backward districts in Jeneponto and Bulukumba regencies. In the end, it is expected that the theoretical explanation on the phenomenon the development of the bachward districts that has happened in both Jeneponto and Bulukumba regencies. Thus, academically this research can over an academic contribution to the scientific development, particularly to the public administration science. In practice, the research findings can be made a reference in achieving a practical solution for the regency local government in implementing a policy.

II. LITERATURE REVIEW

The network model has been adopted in various disciplines, including the very latest literature of the policy processes and the decision making of the public sector. Klijin (2000) stated that the analysis of the policy network was a species of the most relevant network analysis on the government. The analysis of the policy network puts an emphasis on how the network determines the issues which will be included in of excluded from the policy members, how it forms the behaviors of the actors, gives the priority to certain interests, and even substitutes the private forms of government for the sake of public accountability.

Policy networks were illustrated in several categories (Suwitri, 2001). First, it is described as actors, second, the linkage among actors, and third, *boundaries* (*Kenis& Schneider*, 1991 in *Carlsson*, 2000). Meanwhile, *Rhodes* used the term network to

illustrate several sides related to the service provisions. Those networks were created by organizations by exchanging some resources (such as money, influence on their work results, and to avoid dependency on other sides in carrying out their roles.

Sabatier (1988) studied a policy network and names it *Advocacy Coalition*, i.e. a group of policy makers in a subsistent policy. The actors of the *Advocacy Coalition* comprised the actors of a number of private and government institutions in all levels of the government organization which were related based on the trust in goal achievement (*Howlett and Ramesh*, 1995).

There are two things which must to be done in a synthetic approach (in the case of the network theory) in order to practice the theory. The first is the environment where the public administrators operate, and the second was the work method; without these two things, the policy network is incomplete (*Schrooder*, 2001).

When building up an implementation network, it is suggested that the facilitators involve each leader of the stakeholder organizations, and also involve the resources of their organizations in order to get their support in planning the strategies.

According to *Schrooder* (2001), in order to find out the mission, strategic vision, organization structure, functional tasks, and tasks of the new virtual organization, the concept of the functional sub-network is very useful. Schrooder presented a method to visualize the further steps which the facilitators should take. The first management activity to identify was the need to develop a policy or strategy which would

support the integration in the service and implementation levels. In order that these management activities run well, problem definition and various action programs should be agreed upon and developed at the level of executive decision. As for the network goals, the facilitators might be enough to state that the goals of stating the aim of the *sub-network* was (1) to evaluate all the collected data about the environments of the economy, politics, potential implementation, (2) to develop vision and implementation approach, (3) to identify other stakeholders who can be involved in the goal formulator network, including calculating the program and the operational implementation sub-network.

III   RESEARCH METHOD
3.1   Research method

This research used the qualitative method with the data collection techniques of observation, interviews, documentation, and explorative and descriptive analysis.

3.2   Research Approach

The relevant approach was used in the plan of the research was the case study approach, i.e. the researcher investigate carefully the program, events, activities, processes, or the group of individuals. The cases were limited to the time and activities, and the researcher collected information completely by using different data collection procedures based on the stated time (Stake, 1965) in Creswell (2010).

3.3   Research Focus

The research focus was the new approach in the network model, i.e. Contextual Assessment – economic and political mapping, stakeholder analysis, and

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joint vision. The information and data were obtained by analyzing the three approaches in the development implementation of the backward districts.

3.4 Data Sources and Data Collection Techniques

The sources of data for the research plan, which were consisting of the primary data – the data were obtained through the interviews with the stakeholders involved in the development of the backward districts – and the secondary data which were obtained from reading sources, such as documents related to the development program of the backward districts.

The technique of data collection in the research pointed to the opinion of Creswel (2010), that in a qualitative research there were four types of strategies in collecting the data, namely observation, interviews, qualitative documents, and audio-visual materials. The researcher received information and opinion of the informants which comprised the conditions of the research locations which were recorded in the forms of photography and recorded tape.

3.5 The Technique of Data Analysis and the Validity of Data

The data analysis used in the research was the qualitative analysis. In principal, the data analysis in a qualitative research was carried out as long as the process of the research was going on (Creswell, 1994). Whereas, the technique of data analysis used as pointed out by Miles and Huberman (1994) comprised the data reduction, data display, and drawing conclusion. According to Sugiyono (2007), the test of the validity was done by prolonging the observation time,

increasing the perseverance, triangulation, analysis of the negative cases; all these were done in order to search for different data or even data which were contrasting to those had been obtained.

III. THE RESEARCH RESULTS AND DISCUSSION

4.1 The Validation of Schrooder Model in Jeneponto Regency

4.1.1 The Contextual Assessment – understanding the environment context, identifying the stakeholders in the policy implementation development of the backward district in Jeneponto regency

In relation to the network model in the policy implementation of the development of the backward district in Jeneponto regency, this research used the indicator discussed in the *Multi Organizational Multi Sector* theory, i.e. the political and economic environments. According to Schrooder, the political environment was related to the actor/institution who should be involved so that the implementation could be done. Meanwhile, the economic environment was related to the economic resources which would support the implementation network.

In its relation to P2KPDT in Jeneponto regency, the results of the observation and the data obtained from the interviews with the informants revealed that the implementation program of P2KPDT development in Jeneponto regency had involved many of SKPD; nevertheless, in its process it had not run properly as it should be. This was reflected by the fact that some of the involved SKPD did not actually know/understand their roles in the

Development Program of the Hedge Castor Plants.

Besides, the research findings revealed that the economic environment, such as the resource of the economic potentials in the development program of the fence distance in Jeneponto regency, i.e. the available land potential enough for the development of the hedge castor commodity. Meanwhile, the source of funds for the backward district in Jeneponto regency was obtained from the State Income and Spending Budget (APBN). As for Jeneponto regency, the funds for P2KPDT Program relied totally on the APBN as already discussed. The interview result also revealed the information that the budget for P2KPDT in 2008 in Jeneponto regency came from APBN. This fact was in line with the principles of the implementation study that the allocation and the budget spending were the core activities in implementing the public policy (Edwards III, 1980; Ripley & Franklin, 1986; Jones, 1991).

In the implementation of that program, different *stakeholders*, who should be involved, even had less involvement in that program. This was caused by the fact that the network facilitators – in this case, Bappeda of Jeneponto Regency – did not provide adequate facilities and support to the SKPD in the program.

4.2.2 Joint Visioning in the Policy Implementation of the Backward District Development in Jeneponto Regency

To determine the common vision in the policy implementation of the development of the backward district in Jeneponto regency, particularly the development of the hedge castor plant had not run according to

Schrooder's theory. The government of Jeneponto regency – in this cse, Bapeda – in responding to P2KPDT program had nor really involve all the SKPD which were related to the program. In fact, from the viewpoint of pluralism, the policy process was the multi-actor process, and hence the multi-interest and was running circularly. Of course, the policy process was also a negotiation, cooperation, compromise, and simultaneously conflict process (Bardach, 1979). It means that Bappeda as the network facilitators should create sub-sub-networks, but the functions of the sub-sub-networks as offered by *Schrooder* had not functioned well.

4.2. The Validation of Aaron Schrooder's Model in Bulukumba Regency

4.2.1 The Contextual Assessment – understanding the environment context, identifying the stakeholders in the policy implementation of the development of the backward districts in Bulukumba Regency.

The development program of the seaweed culture involved many actors or institutions in its implementation. Those actors or institutions covered the Local Development Planning Agency (Bapeda), the Fishery and Sea Service Office of Bulukumba regency, some Camats, private sectors, and some community groups. Bappeda of Bulukumba regency had a big power on this program. As the coordinator of the development in regency, Bappeda directly went down and monitored the implementation of the program. Bappeda facilitated some institutions and community

groups in pushing the implementation of P2KPDT program in Bulukumba regency. Bapeda went down to the target groups and monitored the implementation of the program.

4.2.2 .Joint Visioning

The process of the *joint visioning* in the policy implementation the development of the backward districts in Bulukumba regency involved all the related stakeholders, not just the stakeholders of the government but also those of the community groups. Based on the existing data, there were three stages carried out by the government of Bulukumba regency in the execution of the program of the seaweed development. The stages were: a). the formation of the network of the target sub-formulator, and those who were involved in it were Bappeda and the Fishery and Sea Service of Bulukumba, b). the formation of the sub-network of the program implementation, and c). the formation of the operational implementation network.

In relation to the seaweed development in Bulukumba regency, Bappeda as the network facilitators directly went down to supervise the execution of the program both before the program was started and after the program was completed. The supervision done by Bappeda was carried out directly on the target groups so that when a problem arose in the community/target groups during the execution of the program, Bappeda directly had a coordination with the Fishery and Sea Service Office of Bulukumba regency in order to find a good solution for the problem.

IV. CONCLUSION

First, this research found that the network model in the policy implementation of the development of the backward districts in Jeneponto regency – in the case of the development program of the hedge castor plants – was still not according to the predicted Multi-Organizational – Multi-Sector model.

Second, in the part of the *Joint Visioning* (determining common vision), the network facilitators – in this case, Bappeda appointed by the Regent (Bupati) as the coordinator and facilitator in P2KPDT development – had not done the optimum jobs.

Third, in contrast with Jeneponto regency, the network model in Bulukumba regency in its policy implementation of the development of the backward districts, particularly in the development program of the seaweeds had been executed according to the *Multi-Organizational Multi-Sector* model. Thus, as the **theoretical implication**, the *Multi-Organizational Multi Sector* network model had been able to explain the phenomenon occurred in the policy implementation of the development of the backward district in either Jeneponto or Bulukumba regencies. This research also found that there was another factor supporting the success of the implementation within the network environment, i.e. the direct monitor carried out by the sub-network of the target formulator on the implementation of the activities without having to wait for the report of the program implementation sub-network.

Suggestions

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In line with the above findings and conclusion, the writer presents the following suggestions:

1. The government of Jeneponto regency in building up the network of the policy implementation needs to involve all the related stakeholders in a program of the development of the backward districts, so that the program can produce the desired output and effect of the policy.

2. Bappeda of Jeneponto regency as the coordinator and facilitator of the local development should continuously intensify the coordination with various SKPD involved in the development program so that it can succeed well.

3. The future study about the policy implementation networks for the development of the backward districts and also other sector policies need to refer to Aaron Schrooder's Multi-Organizational Multi-Sector network model (2001), which can provide a more comprehensive explanation about the policy network at the level of policy implementation.

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